

Message Text

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FM AMEMBASSY LONDON

TO SECSTATE WASHDC 4398

INFO AMEMBASSY PRETORIA

AMCONSUL JOHANNESBURG

AMCONSUL DURBAN

AMCONSUL CAPE TOWN

AMEMBASSY GABORONE

AMEMBASSY MBABANE

AMEMBASSY MASERU

AMEMBASSY LUSAKA

AMEMBASSY BLANTYRE

C O N F I D E N T I A L LONDON 13671

CAPE TOWN FOR EMBASSY

E.O. 11652: XGDS-1

TAGS: PFOR, PGOV, UK, SF

SUBJECT: BRITISH LOOK AT TRANSKEI

1. IN COURSE OF CONVERSATION WITH OFFICIALS OF FCO CENTRAL AND SOUTH AFRICA DEPARTMENT, EMBASSY OFFICER ASKED WHETHER FOREIGN OFFICE HAD YET DEVELOPED POLICY ON TRANSKEI ONCE IT IS PROCLAIMED INDEPENDENT. HEAD OF DEPARTMENT, MARTIN REID, REPLIED THAT THE FCO LEGAL DEPARTMENT HAD COME UP WITH A DETAILED STUDY ON TRANSKEI AND ITS STATUS IN THE INTERNATIONAL COMMUNITY. HE POINTED OUT THAT THE UK BY LONG TRADITION HAS FOLLOWED THE PRACTICE OF RECOGNIZING STATES, QUITE APART FROM THE ISSUE OF RECOGNIZING GOVERNMENTS. THREE CRITERIA ARE APPLIED WHEN DETERMINING WHETHER A NEW GEOGRAPHIC ENTITY IS IN FACT AN
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INDEPENDENT STATE: 1) IT MUST POSSESS A CLEARLY DEFINED

TERRITORY; 2) IT MUST HAVE A GOVERNMENT THAT IS IN EFFECTIVE CONTROL OF ITS POPULATION; AND 3) IT MUST BE INDEPENDENT IN ITS EXTERNAL RELATIONS. ALL THREE CONDITIONS MUST HAVE "A REASONABLE EXPECTATION OF PERMANENCY."

2. REID BELIEVES THAT THE THIRD POINT, WHICH IS AIMED AT

PUPPET GOVERNMENTS, WILL BE THE MOST DIFFICULT FOR TRANSKEI TO SATISFY. THE LEGAL DEPARTMENT HAS REFERRED TO THE PRECEDENT OF MANCHURIA IN THE 1930'S WHICH FAILED THIS THIRD TEST OF INTERNATIONAL ACCEPTABILITY AND REMAINED A BLACK SHEEP AMONG NATIONS.

3. BEYOND THE LEGAL ARGUMENTS, REID SAID, LIE THE MORE CHALLENGING POLITICAL CONSIDERATIONS. THE FCO HAS NOT YET DEVELOPED A POLICY PAPER ON THE POLITICAL LEVEL, BUT REID GUESSED THE FCO WILL COME TO THE UNAVOIDABLE CONCLUSION THAT RECOGNITION OF TRANSKEI WILL IMPLY ACCEPTANCE OF SEPARATE DEVELOPMENT IN SOUTH AFRICA, AND THAT RECOGNITION IS THEREFORE OUT OF THE QUESTION. WITH A LOOK OF DISCOMFORT, REID ADDED THAT THE FCO HAS NOT FOR THE MOMENT GIVEN MUCH THOUGHT TO THE PRACTICAL QUESTIONS THAT WILL ARISE WITH "INDEPENDENT" TRANSKEI, E.G. WHAT DOES ONE DO WHEN THE FIRST TRANSKEI PASSPORT IS PRESENTED AT HEATHROW? REID SAID HE WOULD LOOK FORWARD TO CLOSE COORDINATION AS OUR TWO COUNTRIES DEVELOP APPROACHES TO THE PROBLEM.

RICHARDSON

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